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Abstract

In June 1966, representatives of the 95 member organizations of the Joint Commission on Correctional Manpower and Training met in Washington to plan their work for the next three years. Speeches were given on commitment to the rehabilitation of criminal offenders, how this rehabilitation can be achieved, and the shortage of manpower in the correctional field. Most sessions of the meeting were devoted to meetings of advisory committees. Aspects of correctional manpower and training studied by these nine task forces were: prospects and perspectives in corrections; manpower in the correctional process from specialized fields, such as psychiatry, law, and recreation; manpower in the emerging profession of the correctional generalist; administrative, research, and management personnel; utilization of volunteers and other special personnel; manpower in correctional institutions; manpower in community-based programs; inservice training, recruitment, and retention of personnel; and community, state, interstate, and national action. (eb)

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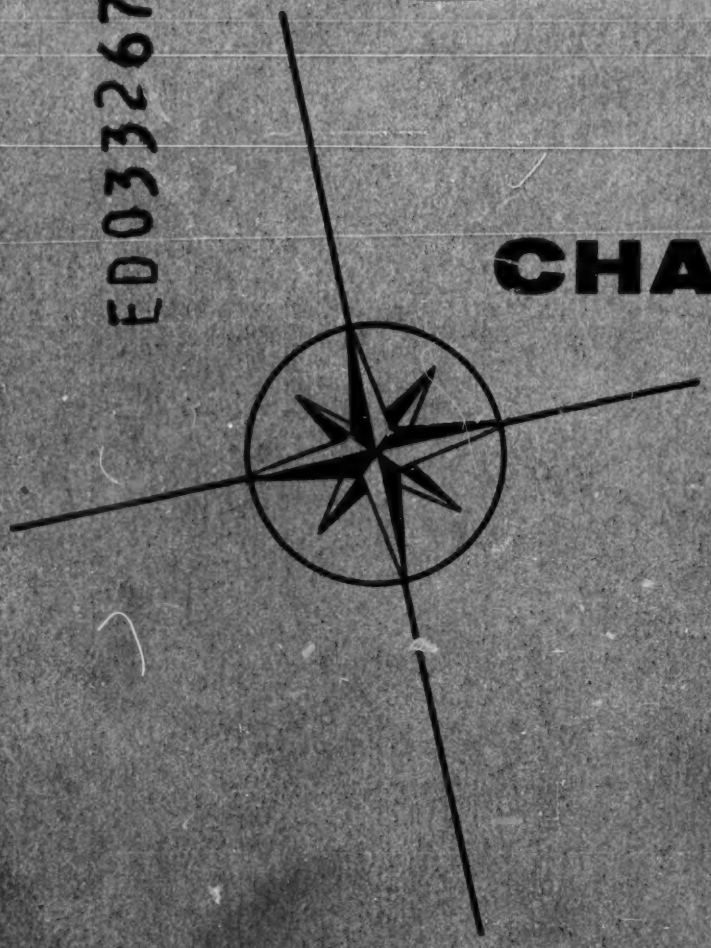

CHARTING THE COURSE

PROCEEDINGS OF A MEETING
OF THE JOINT COMMISSION ON
CORRECTIONAL MANPOWER
AND TRAINING

WASHINGTON, D. C.
JUNE 27-28, 1966

JOINT COMMISSION
ON CORRECTIONAL MANPOWER
AND TRAINING, INC.

1522 K STREET, NORTHWEST
WASHINGTON, D. C. 20005

SEPTEMBER 1966

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THE WHITE HOUSE

WASHINGTON

June 23, 1966

Dear Mr. Bennett:

I am delighted that the Joint Commission on Correctional Manpower and Training is moving ahead on a task that is as practical as it is humanitarian.

In bringing together representatives of organizations concerned with the problems of correction, you are focusing major resources of energy and ideas on one of America's most pressing domestic problems. This is to rehabilitate public offenders and thus head off careers in crime.

Progress can be made only if our correctional institutions and community treatment centers are staffed with personnel trained and inspired to guide men from crime and despair to decency and hope.

Excellent relationships have been established between federal prisons and nearby universities in order to improve the level of education and training of staff personnel. Your commission can help to extend this concept and others of your origin throughout the field of correction in America.

I wish you well in your deliberations.

Sincerely,

Mr. James V. Bennett
President
Joint Commission on Correctional
Manpower and Training
Washington, D. C.

PREFACE

On June 27 and 28, 1966, representatives of the 95 member organizations of the Joint Commission on Correctional Manpower and Training met in Washington to help chart the course of the Commission's work over the next three years. This was an opportune moment in the life of the Commission. Funds had been granted by the National Advisory Council on Correctional Manpower and Training and by private foundations and other organizations. Staff had been appointed to head the work of the several task forces designed to carry out the Commission's mandate.

The meeting was planned to involve representatives of all member organizations in laying out the Commission's work. Each representative had been asked to serve on the committee of his choice, which would advise one of the nine task forces, or advise a staff member responsible for information, for research, or for action, in carrying out the Commission's ultimate recommendations. The twelve advisory committees had the benefit of advice and consultation from members of the Commission's Board of Directors and resource persons from correctional practice and related fields. Committee sessions occupied most of the two days of the meeting.

Commission representatives also had the opportunity to hear distinguished members of the Congress and the Executive Branch, as well as authorities in the fields of manpower development and rehabilitation. The following pages carry both the addresses and summaries of the reports of the advisory committees.

This report may appear to propose more questions than answers. This is as it should be. No group which addresses itself to a social problem of any magnitude should have the answers before its work is off the ground.

Officers of the Commission's membership expect that these pages will receive the thoughtful attention of every member organization, as preparation for the next meeting. Their active involvement is essential to the achievement of significant and lasting action to solve critical problems caused by the shortage of manpower trained to effect the rehabilitation of public offenders.

Member organizations, it is hoped, will also see to it that this report reaches a much wider circle of readers. Only if the public knows the dimensions of the manpower problem in corrections will it support action to stop the revolving door which brings offenders into, out of, and back again into our correctional institutions and agencies.

ELLIS C. MACDOUGALL
CHAIRMAN OF THE MEMBERSHIP

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An Overview of the Commission and Its Work

The Joint Commission on Correctional Manpower and Training, whose meeting is recorded in the following pages, consists of 95 national, international, and regional organizations which have joined together to attack one of the serious social problems of our day: How to secure enough trained men and women to bring about the rehabilitation of offenders through our correctional system and to prevent delinquency and crime. Member organizations are listed at the end of this report.

The Commission grew out of a meeting in 1964 at Arden House in New York State, at which representatives of some 60 organizations in corrections, the law, the courts, higher education, and the several professions engaged in correctional work met to assess correctional manpower needs and resources.

The Arden House participants agreed unanimously that a commission should be established to unite the many groups in a cooperative attack on the crucial manpower problems in corrections. Through careful study and analysis, the commission would delineate the nature and dimensions of the problems, propose solutions, and serve as a catalyst and organizer of action. Planning for such a commission began soon after the conference.

On March 3, 1965, the Joint Commission on Correctional Manpower and Training was incorporated in the District of Columbia as a non-profit study and action group. In the following twelve months, over 30 organizations joined those which had met at Arden House in affiliating with the Commission.

The Commission's work is financed from both private and public funds. The Correctional Rehabilitation Study Act of 1965, introduced in the Congress by Representatives Edith Green of Oregon and Albert Quie of Minnesota and Senators Joseph Clark of Pennsylvania and Jacob Javits of New York, authorized federal funding of a broad study of personnel needed to provide effective rehabilitation of public offenders. Under this authority, a grant was made to the Joint Commission by the National Advisory Council on Correctional Manpower and Training, Vocational Rehabilitation Administration, in March 1966. Major sources of private funds have included: the American Legion Child Welfare Foundation; the Ford Foundation; and the Smith, Kline, and French Foundation.

Focus of the Joint Commission's Work

In implementing the Correctional Rehabilitation Study Act and the plans emerging from the Arden House conference, the Joint Commission is concerned with the shortages of qualified manpower which constitute a major — if not *the* major — obstacle to the rehabilitation of offenders. This will require objective and thorough analysis of the present shortages and means of reducing them. Thought must be given also to the changes taking place in American life today which will profoundly influence the role of corrections and affect the use of correctional manpower in the years ahead. Out of such

study and analysis can come recommendations for meeting present needs and ensuring a sufficient pool of trained manpower for a changed and changing nation.

Manpower development for corrections must be planned for in the light of forces which are re-shaping and enlarging the country's needs for many kinds of manpower. Among these forces are: the rapid growth of service industries generally and the concomitant decline in the demand for classic types of production workers; automation and other changes in production which require that workers at every level must be equipped to adapt rapidly to tasks and responsibilities which may not have been a part of their training; the uneven development of kinds of education needed to train such workers. As two of the speakers at the meeting noted, corrections will have to compete with many other human service fields for manpower which is already in short supply.

The recruitment of dedicated and able personnel will require the development of imaginative programs to reach potentially creative high school and college youth. Along with these recruitment campaigns, we must have systematic analyses of correctional positions and tasks, in the light of emerging correctional goals and purposes. To retain and to develop personnel to their maximum potential, we shall need to establish many new facilities and devices, such as periodic educational leave and exchange programs, research and demonstration opportunities, higher salaries and better career opportunities. In these areas the Commission can make a distinctive contribution.

It should be noted that this is the Joint Commission on Correctional Manpower *and Training*. It will not be sufficient to secure and keep enough people in the right jobs; we must have enough trained people. The American educational system, magnificent as it is in many respects, has not yet developed adequate means for training personnel for corrections. To secure the trained people needed will require the use of all our resources for training, both those of the educational system and those developed outside it by business, government, and other agencies. In addressing itself to this problem, the Commission can profit by the suggestions offered by the speakers at its June meeting and by the advisory committees.

Curriculum building is, of course, the responsibility of the universities and colleges and the professional education associations. But the Commission can help by examining the educational resources that now exist, indicating the kinds of new curricula which are needed, as revealed by analysis of correctional tasks, and suggesting which professions should assist in the development of curricula.

The Joint Commission's mandate entails more than the completion of studies and the framing of recommendations. Equally important is its responsibility to undertake action to meet the manpower needs of corrections. Several advisory committees recommended action which can be undertaken before the completion of the Commission's studies. Other action programs will need to be carried out by the member organizations.

It goes without saying that action to meet needs as seen by the Commission can succeed only insofar as the member organizations are willing and able to pool their energies in a joint effort. From such an effort can come measures which will make our American correctional system an effective instrument for the rehabilitation of offenders and the prevention of crime and delinquency.

THE SPEAKERS

Dr. Mangum

Dr. Lehman, Commissioner Switzer, Chairman of the Membership MacDougall and Board Chairman Rector.

Our Commitment to the Rehabilitation of Public Offenders

MARY E. SWITZER
Commissioner of Vocational Rehabilitation

Note: Miss Switzer, serving as chairman of a Commission meeting on June 27, read the letter from President Johnson which appears at the head of this report.

This is a very much appreciated message from the White House, and I can say from my own knowledge that the Joint Commission's program is very close to the President's heart. He will watch the progress of its work with great interest. Most of you know that the President's Crime Commission has given him an opportunity to identify himself personally with this whole problem.

Sometimes one wonders how a man in the position of the President of the United States can be so sincerely interested in so many aspects of all his responsibilities. I think President Johnson's interests reveal his very deep desire to do things for people who have not had the opportunity to which he thinks they are entitled.

If I may, I should like to relate to you an incident that took place last week at the graduation ceremonies of Gallaudet College, which is a college for the deaf here in Washington. Just as we were finishing the Star-Spangled Banner, there was a flurry in the vestibule and in came the President of the United States. This was one of the most felicitous appearances that I have ever seen him make. In his few words of greeting, he told the graduating class of deaf young people about a deaf lady who had done wonderful things for him when he was a young man. So, he said, he would not live long enough to discharge his obligation to the deaf people of this country, but he wanted to try.

In several other situations I have seen him sincerely and clearly committed to helping give people a better opportunity. In the correctional field he is deeply concerned — primarily, I think, because of the increase in the number of young people involved in crime and deliquency. As long as he has any opportunity to bring people together to give his support to an extension of service and to help solve the problems that you are deliberating about, you will have his support right down the line.

Your chairman is not supposed to make a speech, but there are a couple of things that I should like to say. You remember that I spoke to you in December 1965, when the Joint Commission was being organized. I emphasized then, as I should like to emphasize again today, the very deep commitment that the public program of vocational rehabilitation has to the rehabilitation of the public offender. As we go forward in our own program and organize more and more joint projects with people concerned in this area, I am convinced that, of all the services in the Department of Health, Educa-

tion, and Welfare or in any other of the service-giving agencies, the vocational rehabilitation program perhaps has the most to offer, not necessarily in volume but in philosophy and commitment and in the kind of collaborative effort that has made possible our achievements to date. We have already committed, out of our rather modest resources, about three and a half million dollars to research and demonstration projects in the correctional area. These projects are all operated jointly with various federal, state, and local organizations concerned with trying to help the public offender back into the community.

I am sure that our new legislation, which is not yet a year old, will give us even greater opportunity to work together, particularly in the experimental areas of joint activity. The new law expanded the definition of disability to include behavioral disorders. It has emphasized in every possible way our concern with giving equal opportunity. The purpose is to help people who are in trouble and are dependent because of physical disability, mental disturbance, or some sort of deprivation — and you don't have to be poor to be deprived.

When we were given the responsibility of administering the Correctional Rehabilitation Study Act, with its mandate for study of problems of correctional personnel, we felt quite at home because we had discovered in our own work in rehabilitation that the indispensable ingredient to progress is trained and dedicated personnel. Only by assessing the need, relating the kind of personnel to the problem, and analyzing what is necessary to bring to all the people working in a given situation, can you find the people and help them equip themselves to do the job. And in this effort one has to have more than just a professional degree. One has to have something else. As Sophie Tucker used to say, "You have to have it here."

The Joint Commission has a unique opportunity at this point in time in studying the personnel needs of corrections because it is the first time, really, that the spotlight has been placed on who does the job with our public offender group. I would urge especially that an imaginative and creative approach be taken. Not all the emphasis should be placed on the kind of degrees that are necessary and the complexities of training. It is important to consider as well the ways in which the people who can help most effectively can be brought into contact with the people who can be helped.

I know it is not popular in a professional group like this to mention the fact that people who have been through the mill and made it are oftentimes the most effective guides to people to bring them back on the way. I have heard a good deal of discontent expressed by wardens and others over the unconventional approach of some people who have been in and "made it out." But I believe this Commission will miss a great opportunity if it does not explore ways to use a variety of kinds of people and training in this vast program ahead of us, because it *is* a vast program and a long-neglected one.

We can look forward with hope and conviction because we have a fine partnership and one which will pay dividends as we go forward together in our investment. I feel quite confident that even before the Commission makes its final report, there will be efforts in the Congress to underpin programs of service. People will be impatient for the results of the study and will want to see something done before the time is up. For this we must be prepared, too, to give the right kind of guidance, to give the right focus to the national responsibilities that may be placed in some department of government to carry forward the joint efforts of which this Commission's work is a symbol.

How Can the Public Offender Be Rehabilitated?

ORIN LEHMAN

Chairman, Governor's Committee on Employing the Handicapped, New York State
Chairman of the Board, Just One Break

I don't want to suggest that I have all, or even some, of the answers for you today. Quite the contrary — I have questions. I look to an organization such as yours to help provide the answers, not only for me but for all others who feel as I do, that our society is simply not doing enough to rehabilitate the public offender.

It is true that in recent years the entire correctional picture has come in for a considerable amount of attention. But this attention — however salutory it has been — has not brought about necessary reforms in many vital areas, particularly in public thinking. In fact, too many people are still pretty old-hat in their approach to corrections.

The offender today all too often bears the stigma attached to the "bad poor" of Victorian England, the kind who kept coal in the bathtub, if he had one, whose social status was akin to that of the untouchables. It is paradoxical that this attitude should persist in a social order that prides itself on being the most enlightened in the world and also one in which every person has the right to expect — and to receive — an equal chance.

Dr. Daniel Glaser described the situation most aptly when he said that the record of man's approach to criminals can be summarized as a succession of three R's: Revenge, Restraint, Reformation. Unfortunately, as he also noted, the latter two R's have never quite caught up with the first.

In short, we suffer from what has been diagnosed as a split personality about crime and criminals. With justification we are concerned about our 27-billion-dollar annual crime bill. But we have not, until very recently, demonstrated an equal concern for the nearly 2 million men and women who have been found guilty of criminal offenses. Until we do, until we look at the human equation, we will not make much of a dent in that staggering 27-billion-dollar bill. On the contrary, we will see both figures increase.

President Johnson summed it up when he said, "We cannot tolerate an endless, self-defeating cycle of imprisonment, release, and re-imprisonment, which fails to alter undesirable attitudes and behavior. We must especially find ways to help the first offender avoid a continuing career in crime."

That is the heart of the matter: How to keep the offender from continuing a career of crime. And if we wish to solve this problem, which some have termed the most serious sociological problem of our age, we must also ask this question: How can we bring the law-abiding citizen, who has never been in trouble, to accept as his neighbor and co-worker the man who has been in jail?

Obviously it would be sheer folly to suggest that, once an offender has paid his debt to society, he will automatically live as a good neighbor and a

productive member of the community. It also oversimplifies the problem to assume that, even if a discharged offender is fortunate enough to find employment, he will settle down and live happily ever after.

However, a job and the opportunity to live on equal terms with his neighbors form a paramount part of the total rehabilitation process. This is a part that society should be ready, willing, and able to provide now. Without it, we will not make much of a dent in the harsh statistic that at least 50 percent of all persons who are convicted for a first time get into trouble all over again. In New York alone, it has been estimated by Governor Rockefeller, 7 out of 10 persons convicted of a crime in the state have a prior record.

This is an appalling situation, not just in terms of the endless drain on the community but even more importantly in terms of wasted lives and opportunities. The fault of the repeat offender in all too many cases rests squarely on the law-abiding citizen who believes his responsibility ends after he extracts an eye for an eye.

Clues from Rehabilitation of the Physically Handicapped

It strikes me that there is a remarkable similarity between the problems of rehabilitating offenders and those of rehabilitating another group with which I have worked extensively — the physically handicapped. In a very real sense, the offender is no less handicapped than the man in the wheelchair. Probably he is even more handicapped. For, while society makes an effort to help the paraplegic, the offender is all too often shunned.

I cannot say that the physically disabled are now totally accepted by industry and by the community in general. Far from it. But great progress has been made, and the facilities for making this progress even greater are getting better all the time.

Actually, rehabilitation of the physically handicapped is a relatively new science. It was sparked by an international catastrophe, the First World War, and put into high gear by an international catastrophe of even greater dimensions, the Second World War.

The philosophy of providing vocational rehabilitation to the physically handicapped has as its objective the acquisition of new skills by those persons whose impairments prevent them from carrying on their normal occupations, or whose skills have become obsolete owing to changing industrial needs. The same philosophy applies equally to the offender whose imprisonment has prevented him from carrying on his normal occupation or whose skills have become obsolete owing to changing industrial needs during his incarceration. Of course, vocational rehabilitation takes on added significance to those individuals who, previous to their hospitalization or their imprisonment, have never acquired a skill.

I should like to note, too, that similar rehabilitation techniques are being used to restore to society the mentally retarded and the mentally ill. Although they still trail the physically handicapped, more and more we are learning that these people can lead useful lives if given the proper chance. But the public offender has been left far behind. He therefore poses the most pressing rehabilitation problem facing us today.

Breaking Barriers of Misinformation

Here, as with the other groups, our first task must be to break down the barriers of ignorance and misinformation. For the physically disabled, many of these barriers were broken down following the Second World War. A major role in this process was played by a little-known colonel, Dr. Howard Rusk, who had been the head of the Air Corps rehabilitation program. After the war he organized his Institute of Physical Medicine and Rehabilitation. Sparked by this now famous Institute, centers for the rehabilitation of the disabled have become standard departments in hospitals throughout the country.

Another manifestation was the inspired leadership of Mary Switzer, which brought nationwide acceptance and recognition to the values of vocational rehabilitation. Still another was the formation of the President's Committee on the Employment of the Handicapped with its branches in every state.

These — and many more — have helped to make both the physically and mentally disabled dignified and productive members of our society. I believe that the same pattern must be followed if we wish, as we must, to rehabilitate the public offender.

Research in the field of medical rehabilitation and grants to train more professionals equipped to work with the physically handicapped are important aspects of the program that should have their parallel in any rehabilitation program for the offenders.

Teamwork in Rehabilitation

Perhaps one of the most important lessons we have learned in our efforts to aid the disabled is the compelling need for cooperation among agencies, both public and private. I would suggest that the same must hold true for agencies concerned with the rehabilitation, vocational training, and job placement of offenders.

We have learned, too, that there must be teamwork and an interdisciplinary approach to solve the problems of the handicapped. The doctors and the therapists must work together with the vocational guidance and training experts. They in turn must rely on the efforts of business, industry, and labor, of editors, educators, and clergymen — in fact, of individuals in all walks of life — to create a climate in which handicapped persons will be judged only on the basis of their abilities, not their disabilities.

The same positive approach must be taken with those whose handicap stems from the stigma and the stultifying effect of a prison term. In sum, the keystone to a successful rehabilitation program is education: education of the handicapped; education of all segments of society; and, perhaps most important, education of those like you, whose agencies will do the actual job. On you rests the burden of success.

The Measure of Success

There is no room here for the defeated in spirit, the frustrated, or the pessimist. This is a job that must be undertaken only by those who are convinced it will succeed.

Of course, I don't underestimate the difficulties of your undertaking. I know the odds against you are high, very high. I know that all too often success will be tempered by failure. What is important is not the high pro-

portion of failures that will greet you initially, but the small number of successes.

I recall that, shortly after the last war, I went to see Bernard Baruch. I wanted his advice about the formation of "Just One Break," an organization whose objective was to place the disabled selectively in industry.

I asked Mr. Baruch a simple question: "How many people must we place in jobs to make the undertaking worth while?"

His answer was short and, like all of his advice, to the point: "If you place only one disabled person, the whole thing will have been worth all the blood, sweat, and toil."

J.O.B. has now found jobs for over 5,000 persons. In saying this, I stress again that numbers alone are not the index of success or failure. If you save one man or a thousand, you will have succeeded.

Total Rehabilitation Programs for Offenders

I am sure that you are as pleased as I am that Congress has recently passed bills aimed not only at fighting crime but also at advancing vocational rehabilitation as a vital force in shaping the lives of public offenders. This audience requires no pep talk on the value of these bills. Nor is it necessary for me to emphasize the importance of various projects now under way in several parts of the country, projects designed to ease the return of the offender to a useful life.

The importance here of a total program cannot be overstated. This program, I believe, should include a major rehabilitation effort in the prison itself. For those who have skills, these skills must not be allowed to rust. For those who have none, new ones must be taught. No one that I know has become very rich making license plates.

At some point before the conclusion of their sentence, I would suggest that offenders who are making good progress be offered the opportunity to work themselves back into society through the medium of sheltered workshops or half-way houses. Learning a skill is important, but so is the learning of good work habits in a non-penal environment.

Vocational rehabilitation agencies should be deeply involved at all levels. When the offender is finally released, employment agencies geared to selective placement should take over. The offender should not be cast adrift to sink or swim.

The cost of a total program would be relatively small if we compare it to the half-billion dollars it now costs to maintain the nation's prisons and the half-billion dollars more it will cost to construct new ones in the next decade. I think we can say with a reasonable amount of confidence that, if we can combine psycho-social rehabilitation with vocational training programs and couple this with new programs to bring public acceptance of the restored offender, the bulk of the new prisons will not be needed.

Estimated need for new prisons is predicated on the fact that the great majority of offenders now in jail will be repeaters in the years to come. To prevent this is just good common sense — business, social, and moral.

Convincing the Employer

For the offender to be gainfully employed at the end of his prison term, there must be an employer who will be willing to hire him. And to hire him, the employer must feel reasonably assured that the worker's rehabilitation

is complete, that he will prove stable, reliable, and efficient. The best bet to assure this is highly selective placement.

How to attain, or at least move closer to attaining, this optimum is a question easy to ask but difficult to answer. One answer might be to follow the example set by the federal government in cases involving the physically and mentally restored. Federal agencies are urged to make temporary appointments of such applicants on a trial basis of 700 work hours — even though the individuals do not initially meet competitive standards. If the trial period is successful — that is, if the individual begins to meet competitive standards — his employment becomes permanent.

Equal Justice

I would leave you with one more thought. One of the prized tenets of our Constitution is equal justice before the law. This tenet was reaffirmed not too long ago by the Supreme Court in the now famous Gideon decision, in which the Court made clear that the financial ability of the defendant is to be no guide to justice.

I believe this same concept must apply to the problems of rehabilitating offenders. Without proper vocational training, without a job, the burdens of everyday living pose inescapable pressures that may force them back to crime simply because they have no other escape.

If equal justice is to have true meaning, we must see that it is served in the court of law when the offender is on trial and in the court of life where the enlightenment of society is on trial. A civilized society is judged less by the honors it heaps upon its successful and powerful members than by the opportunities it offers its less fortunate members.

It is up to a group like yours to take the lead. Your success will give reality to the American ideal that each human being is precious in the sight of our democratic society.

The Joint Commission In Context

JOSEPH S. CLARK

United States Senator from Pennsylvania
Chairman, Senate Subcommittee on Manpower, Employment, and Poverty

This is undoubtedly the most distinguished group of correctional experts which has been assembled under one roof since June 1964 at Arden House. I am privileged to have this opportunity to share a few less than expert thoughts with you.

I have occasionally referred to the correctional professions as representing everything from the prison psychiatrist to the prison guard. But it is evident that that focus is too narrow.

You have quite rightly included in your membership the widest possible range of interests. The Joint Commission has enlisted the active support and cooperation of nearly every significant public and private association in the country, including, according to my quick calculations, more than half the federal bureaucracy.

A little more than two years ago, I am told, few of you ever spoke to each other. In fact, the Department of Health, Education, and Welfare doesn't often speak to the Department of Labor, and neither speaks to the Office of Economic Opportunity.

While that may be an exaggeration, the very fact that you have joined in an effort to draw a blueprint for the future of correctional manpower and training is in itself a singularly significant event. It is significant not only for the future of correctional manpower and correctional rehabilitation. It is significant also because your approach to solving the problems of correctional manpower is one which has been too often neglected in the recent past.

There was a time when the federal establishment thought that only it could muster the resources and talent to solve the nation's problems. More recently, however, we have come to realize that partnership with private enterprise and state and local government is a more effective approach to national problem-solving.

I think the history of the Joint Commission and the way in which the Correctional Rehabilitation Study Act developed illustrate the point. Your efforts began two years ago at Arden House when those of you who were

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Note: These remarks were prepared by Senator Clark for the Joint Commission meeting. When he found that Senate business would prevent his attendance, he asked Dr. Garth Mangum, former research director of the Subcommittee on Employment, Manpower, and Poverty, to speak on recent developments in manpower strategies. Dr. Mangum's remarks follow those of Senator Clark in this report.

most intimately concerned with correctional manpower decided to get together and do something about it.

What you did *not* do at that conference was important. You did not decide to pass the buck to the federal government. You asked for federal financial help and cooperation, but you did not ask for the establishment of another federal bureau or agency.

Quite the opposite. When I first read the Joint Commission's proposed legislation, I was struck by the fact that the bill amended the Vocational Rehabilitation Act, and the Vocational Rehabilitation Administration was the proposed funding agent. The Vocational Rehabilitation Administration seemed an unlikely candidate to deal with the problems of staffing our penal institutions. Why not the Office of Juvenile Delinquency or some bureau in the Welfare Administration? Why not the Bureau of Prisons or some other division of the Justice Department?

The quite candid answer of your executive director, Dr. Prigmore, was simply that you did not want to be tied to any entrenched federal agency and that all those agencies connected with law enforcement or criminal rehabilitation represented some particular point of view. You didn't want the Welfare Administration telling you that social workers were more important than psychiatrists or teachers, or Justice saying that more cops on the beat would solve the problem.

That was an understandable point of view, but I still did not see the connection with vocational rehabilitation of the physically handicapped. So some of us on the manpower subcommittee thought we had better find some correctional experts to advise the experts on the handicapped how to spend two million dollars studying correctional manpower. The only problem was that all the correctional experts were already on the Joint Commission, and it didn't seem quite proper to have the Joint Commission advising the Vocational Rehabilitation Administration to grant money to the Joint Commission.

Nevertheless, we wrote in a requirement that an advisory council of correctional experts be set up. I have no doubt its members are all affiliated with the Joint Commission and that you have been giving your federal benefactors the best of advice. Despite this anomaly and despite your director's aversion to entrenched bureaucracy, you have maintained through your member organizations the kind of public-private partnership which is so necessary to the success of your project.

The Joint Commission's work, however, will not end three years from now when your final report is filed. It will take many more years of continuous effort before the critical shortage of qualified correctional manpower is eliminated. The partnership will have to be continued to assure that your research and recommendations result in manpower training programs, educational reform, career development in every field of endeavor concerned with correctional rehabilitation. All that, no doubt, will require more federal help. And that help can come without the controls which you have so far successfully avoided, provided you maintain the spirit of cooperation which began at Arden House.

Manpower Shortages in All Service Programs

The task of the Joint Commission is one on which it is not easy to focus. Your assignment is to deal with but one aspect of two much broader problems. The first of these is the critical shortage of trained professional and

subprofessional personnel in all the disciplines which are concerned with correctional rehabilitation.

With the multitude of health, education, job training, proverty, and other welfare programs enacted in the past six years, it has become increasingly evident that the key to the success of all these efforts lies in our ability to produce the necessary qualified manpower in the human services or "helping" professions represented here today. We cannot hope to educate future generations without an adequate supply of teachers and school administrators. All the money in the world will not eliminate poverty without the help of trained, dedicated, well-paid staff at the state and local levels. The elderly might as well forget Medicare if we cannot provide enough doctors and nurses to meet their needs. In our attempt to bring order out of chaos in our cities, we are confronted at every turn by lack of trained city planners and administrators. There are many other examples of federal and state programs where skilled manpower is in short supply.

Unfortunately, I think, the tendency in Congress has been to deal with each such shortage on an ad hoc basis. There is seldom an education or health bill enacted into law that does not have a provision for training the professional people to staff the program. Yet no one, so far as I am aware, has taken a comprehensive look at the whole area of human services manpower. The Subcommittee on Employment, Manpower, and Poverty is going to do just that next year, if not later this year.

Precisely the kind of study which the Joint Commission has been called upon to perform is needed for practically every major service provided by every professional discipline represented here today.

Let me take a moment to list the areas for research set forth in the Correctional Rehabilitation Study Act:

— personnel practices and current and projected personnel needs

— the availability and adequacy of educational and training resources and educational opportunities

— the effectiveness of present methods of recruiting personnel

— the extent to which personnel are utilized in the manner which makes the best use of their qualifications.

Each of these areas could, I think, profitably be examined within the context of each of your professions and each of the multi-disciplinary fields in which many of you are engaged.

The studies undertaken by the Joint Commission, I hope, will stimulate other assessments of skilled manpower shortages and training needs throughout the human service occupations.

I am sure most of you are acquainted with the manpower shortages in your own professions. I suspect the most difficult problem you face is that of trying to carve out from each correctional profession enough trained people to staff the needs of correctional rehabilitation without jeopardizing someone else's pet project. How are you going to find, for example, enough social workers to staff correctional institutions and services when schools of social work ought to be graduating 12,000 more people a year to fulfill the need for social workers nationwide? The needs of your own specialties must be kept in mind as you study correctional manpower.

Manpower as an Aspect of Rehabilitation

Correctional manpower is also but one aspect of the second broader problem of correctional rehabilitation. It is important to distinguish the job of the Joint Commission from that of the National Crime Commission and other federal and non-federal groups. Their task is to study new approaches to the prevention and treatment of crime and delinquency. Your task is a prerequisite to the success of any program of criminal rehabilitation.

Even if there were some magic formula for changing criminal behavior, all the services in the world would be for naught without qualified people. No matter how many modern correctional institutions are built, no matter how good the programs and services provided in those institutions, as in any human endeavor the people who direct and staff these activities are the key to their success. Your job is a formidable one, but I am confident that you will find the solutions and point the way to successful correctional rehabilitation.

Strategies for Correctional Manpower

GARTH L. MANGUM

Director, Manpower Policy Evaluation Project
W. E. Upjohn Institute for Employment Research

The last five or six years have produced more legislation and more progress in the manpower field than any like period in the nation's history. We have had what might be called manpower policies if you were willing to dig deep enough to find them, but they weren't articulated at the national level. Essentially these policies had two prongs: development of manpower as an economic resource, and employment as the source of income to workers and their families.

Economists have always had a very simple answer to the kind of manpower problem with which the Joint Commission is concerned. When anyone asks whether there is sufficient manpower available to carry out a particular function, the economist's answer always is, "The market will take care of that." The market does take care of it very simply and efficiently. If there is a shortage of manpower in a particular field, the price (wage) of that manpower will go up. More people will be attracted into the field. At the same time, since that kind of manpower has become more expensive, employers will seek ways out of using it. Thus the market balances out.

However, no one but an economist has ever been satisfied with this answer. Historically, our businessmen were not satisfied with it. Therefore they initiated selective immigration policies of their own, sending their agents to Europe to garner the kinds of labor they needed. Very few did it as simply as Brigham Young, the great colonizer of my native state. He had a large force of missionaries scattered throughout the world. Whenever in the course of developing the Great Basin he had need for a given type of manpower, he would write to all mission presidents to this effect: We need blacksmiths — or wheelwrights or ironmongers — so concentrate on converting blacksmiths — or wheelwrights or ironmongers — and send them to Utah. Others put out hard money to recruit needed manpower abroad, but the principle was the same.

However, this was only in the private sphere. In the public sphere, we simply didn't worry. If we were short of manpower, we were short of manpower. Who needed the public services anyway? The only public service we were concerned about was education, and we weren't too concerned about that. As long as we could find a few old maids who had no other alternative than to teach reading, writing, and arithmetic, we were in good shape.

Rising Demand for Public Services

In the last few years we've experienced increasing demands for public service and tremendous growth in the public sector of our economy. This has occurred for a number of reasons. One of course is simply the process of population growth and urbanization. We have more people to serve and, where people are concentrated together in large groups, we have to provide

through public services many things that people can take care of themselves in a rural environment.

But there's more to it than that. We are becoming a more affluent society, and we are satisfying more of our private market needs for goods and services. We have our automobiles and our television sets. As more and more of our individual material needs are satisfied, we begin to ask for more and more of the type of services that economists call collective goods, things the individual can't purchase in the private market. If you want national defense, streets and sewers, or better public education, it's pretty difficult to purchase them like so many groceries. It is necessary to act collectively as a group of people. So, as we have become increasingly affluent, we have begun to demand more and better public services. The result of that demand for better public services is the need for more public service manpower.

Still another development probably has more to do with your being here than population, urbanization, or affluence. It is simply the growth of conscience.

Correctional manpower is a good example. We've never been very much concerned about the correctional part of correctional manpower. Despite all the hard work that people like you have put in, historically it's been a matter of incarceration manpower rather than correctional manpower. Now that we are becoming so wealthy that it doesn't deprive the rest of us of anything very important, we are beginning to look to those people who have been left behind by our society. Our consciences bother us, and we have established wars on poverty and shown greater concern for the unemployed. It is not surprising that we are beginning to be more concerned about those who have broken society's rules to a serious degree. Society is at least talking more about doing something other than simply keeping them locked up.

Perhaps it's only the recognition of the cost of incarceration. Maybe it's simply the reaction of "there but for the grace of God go I." Most of us can think of all sorts of things that we've done in our lifetime that, had we been caught, or had we been of a particular color or economic class where we could not have been tolerantly considered as boys being boys, would have put us into incarceration.

At any rate, whatever the reasons, we have in the last few years developed a series of people-serving programs which are creating demands for manpower in these areas that we've never had to meet before. And as we concern ourselves for the one prong of manpower policy — the welfare of workers and their families and people in general — we create increasing demands on the other side of manpower policy — manpower as an economic resource.

Manpower Needs of Service Programs

In the last five or six years we've had an impressive amount of federal legislation: the Manpower Development and Training Act, the depressed areas programs, the Neighborhood Youth Corps, the Job Corps and Work Experience Program, the Juvenile Deliquency and Youth Offenses Control Act, primary, secondary, higher and vocational education acts, the Correctional Rehabilitation Study Act. Each of these programs is now running up against a new kind of an obstacle. Whereas budgets have always been the major barrier to accomplishment in these fields, almost all of these programs

are now confronted with the obstacle of too little trained manpower to administer and conduct them. Perhaps Congress has been rather restrained in increasing the size of our manpower programs mostly because it recognizes that increasing the amount of money may not increase the amount of services if there are not enough people available to provide services.

Medicare is one example. After all the years of battling to get a beginning on this public service, we may find that the recipients are not going to get a great deal of service simply because there will not be the facilities and the manpower to handle them.

The Manpower Development and Training Act is meeting that particular problem too. It's a relatively small program — 100,000 people at a time being trained, 200,000 people having completed training over a period of three years. Yet there's very real concern that if this program were to be expanded, there would not be the manpower to do so efficiently.

Vocational education has always been plagued by lack of manpower. When federal funds for such education were vastly increased by the Vocational Education Act of 1963, the program ran very sharply into shortages of people to work as instructors and in other capacities.

Counseling is another example. The Employment Service wants to expand its supply of counselors. Yet it has been estimated that, to get enough counselors to handle the Manpower Development and Training Act alone, every high school in the country would have to be denuded of its counselors. Add to the counseling needs of the Employment Service the similar needs of the schools and many correctional institutions, and you get a picture of acute manpower shortage.

Expenditures for public education in the last eight years have doubled, from about $20 billion to about $40 billion. Figure that in terms of manpower.

Competition Among Service Programs

A complicating factor is that each of these people-serving functions competes with every other people-serving function for the same scarce pool of manpower. It's essentially that small group of peopled trained in the social and behavioral sciences and in health, education, and related fields that we're calling on for every one of these programs.

Nearly a hundred years ago, Congress passed the Morrill Act to meet the needs for trained manpower in agriculture. In 1944 came the most important single piece of welfare and manpower development legislation ever passed, the G. I. Bill. That was pure accident because we wanted two things: We wanted to slow the absorption of released soldiers into the labor market, and we also wanted to make up to them for the time they had spent in service. In doing so, we inadvertently created a social revolution. Had it not been for that particular piece of legislation, many of us here would be in the coal mines or driving a truck. Not until 1958, when we got excited about Sputnik, did we begin to legislate specifically to meet public manpower needs.

Now with our growing concern with specialized manpower needs, we find this constant competition. We create one program that encourages people to go into teaching, then we have to create another program to encourage people to go into vocational education, and we have to create another one to encourage people to go into correctional manpower, and on and on.

Each of these programs is good, although it would be more rational to take a total look at all the people-serving programs and do something about manpower on that basis. Until we do, it's important that all kinds of groups do their very best to compete as aggressively as they possibly can with similar organizations in the human-serving manpower field. They may increase each other's problems, but they also increase the public sector's ability to compete with the private sector. In the private sector, as I said earlier, if there are unfilled demands for manpower in any particular field, wages and salaries tend to rise and more people are attracted into that field. At the same time, because the cost of that manpower has risen, business firms attempt to reduce costs either by cutting down on the services or by using the manpower a little more efficiently. This works reasonably well for private business, but the very important functions concerned with serving human beings are less responsive to market forces. It is taxpayers and legislators rather than consumers and profit-seeking businessmen who have to make the decisions. The reaction finally comes — note the present climb in teachers' salaries — but always with a considerable lag.

I asked your chairman a few minutes ago if this was one of your problems. His answer startled me. He gave examples of cities where the zookeepers receive higher pay (and also more training) than the people running institutions for children. It may very well be that the economic value of those animals is higher than the economic value of the children, but in human terms that's a little hard to accept.

Applying Manpower Development Strategies to Corrections

Now what, if any, application do these remarks have to the problems of people who are trying to increase both the quality and the quantity of correctional manpower? We know what the market would do if this service was not shielded from market forces. It would increase the pay and other perquisites for participation in this function. It would also encourage employers of the manpower to be more efficient in its use and users of the services to be more restrained. However, there is another possible offset to the relatively low monetary return to employment. It costs money to be trained for some occupations, and those making vocational choices must ask whether the income returns will justify the investment. People's choices can be affected by reducing training costs as well as by increasing incomes.

There are possible actions that can be taken on each of these. The most difficult of all, of course, is the obvious one: raise the pay for correctional manpower to attract more and better people.

Since that is a particularly difficult thing to do, another approach to bias people's choices in the direction of your particular function is to make training and education very cheap for the individual. From the individual's standpoint, this may be a very poor choice. If, at a crucial point in graduate school when he's particularly hungry, you can offer a student some kind of a scholarship or fellowship to go into corrections, he may be bribed in that particular direction. From the standpoint of the needs of these institutions, that's great, though in the long run the individual may find himself with less income than he might otherwise have had. Still, you really have little choice. Training costs are being met in education and in many other areas, and you will have to compete with these other uses.

The last point I would like to make is that there are always ways of using existing manpower more efficiently. If there are shortages in manpower in some private fields, we try to substitute cheaper and more abundant labor for more expensive labor, or we substitute machines for people.

You may be aware of an experiment that has been undertaken by the State of California. The Governor of California became concerned with a dual problem. A substantial part of the economy of his state was resting on the aerospace industry, and it appeared that demand for its products was declining. At the same time, he had all the usual problems that a governor has of the mounting demands for and costs of public services. Was it possible to use the expertise of the aerospace people, who could put men into space, to look at such unmet community needs as waste disposal, transportation, and communication? Using a very small amount of money that he happened to have crammed away in a corner of his budget, the Governor assigned each of a number of aerospace firms a feasibility study of a serious public need. One of these areas — the prevention and control of crime and delinquency — was assigned to the Space-General Corporation.

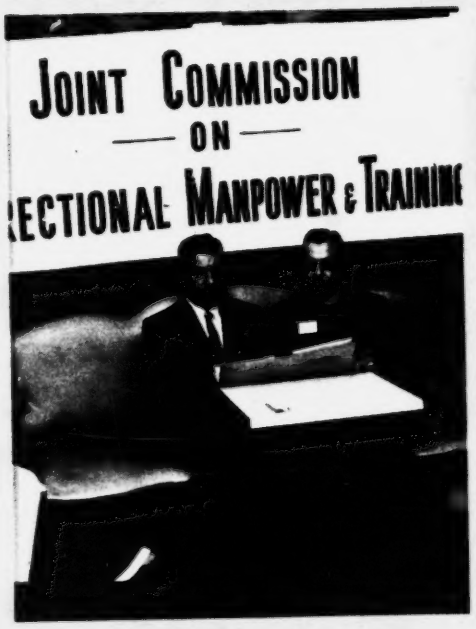
This group took a quick experimental look at what California was doing in crime prevention and the administration of justice. These functions were costing the state 600 million dollars a year in pure budgetary costs, in addition to all of the other losses that go with a high crime rate. The crime rate was growing twice as rapidly as the population, not because people were becoming more criminal but because the particular age groups that are the most crime-prone were growing much more rapidly than the total population. The projection was that, by 1975, 900 million dollars a year would be required just to maintain the current level of services. If real rehabilitation were desired, it would involve vastly greater expenditures. They noted, for instance, that a little over a billion dollars was being spent on welfare in the state every year, and that a substantial part of that welfare was going to the families of able-bodied men incarcerated in prisons and other institutions.

Space-General didn't come up with answers which would eliminate crime, but they did identify major shortcomings and recommend beginning efforts for crime control. One recommendation was that a relatively modest budget, 3 percent of the annual cost of crime control in the state, be spent on research to improve crime control and make it more efficient and cheaper. This would include such things as: improved crime reporting; potential offender identification — trying to identify those groups who are most crime-prone; better prevention; better systems of apprehension, using all the latest information and data-processing techniques; better case management through use of modern technology; and substitution of subprofessionals for the very scarce professional manpower. The group recommended a manpower development program for people to work in the areas of crime control and made other recommendations about community relations. I commend that study to your attention.

That's all the advice I have. It comes from complete ignorance of the subject at hand. But, since we're talking about relatively the same groups of manpower fulfilling the same kinds of functions, and since each of these functions is competing with the others and all of them are competing with the private sector, there are common principles applicable to all. The private sector holds all the cards. I wish you luck in trying to enlarge the public share.

THE
ADVISORY COMMITTEES

ONAL MANPOWER & TRAINING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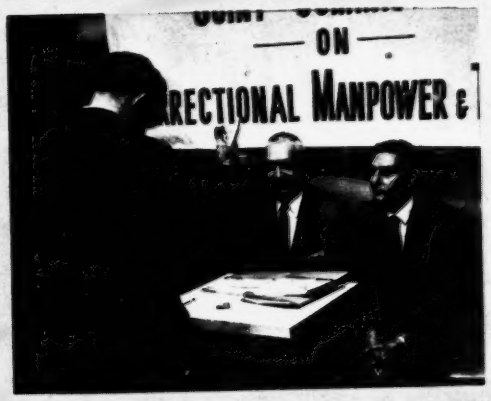
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RECTIONAL MANPOWER &

Role of the Advisory Committees

As related to an overall Commission study plan and an integrated process of data collection, the work of the Joint Commission will be based on the coordinated findings of nine task forces, each charged with securing and analyzing information on some aspect of correctional manpower and training. These task forces are:

I. Prospects and perspectives in corrections.

II. Manpower in the correctional process from the fields of psychiatry, psychology, sociology, social work, law, education, vocational rehabilitation, pastoral and religious counseling, recreation, medicine, dentistry, and nursing.

III. Manpower in the emerging profession of the correctional generalist.

IV. Administrative, research, and management personnel.

V. Utilization of volunteers and other special personnel.

VI. Manpower in correctional institutions.

VII. Manpower in community-based programs.

VIII. In-service training, recruitment, and retention of correctional personnel.

IX. Community, state, interstate, and national action.

Most sessions of the June 1966 meeting of the Commission were devoted to meetings of advisory committees made up of representatives of member organizations and the Board of Directors, together with resource persons from corrections and allied fields. The purpose of these meetings was to guide and assist the task force directors, as well as staff members responsible for research, public information, and action, in formulating plans for carrying out the work of the Commission.

The following pages carry summaries of the discussions of each advisory committee and its recommendations for the work of staff and Commission members. A certain amount of duplication was to be expected in the reports of the several committees, because many basic problems in correctional manpower flow from common sources. It is obvious that the thoughtful consideration and concrete suggestions made by the committees will be of great value to the staff. Hence staff members look forward to the continued guidance and assistance of the advisory committees throughout the life of the Commission.

ADVISORY COMMITTEE ON TASK FORCE I

Prospects and Perspectives in Corrections

Task Force I is to focus on correctional manpower and training within the context of the total society. To do this, it needs a clearly understood definition of "corrections." The committee believes that, in beginning its work, the Task Force should view corrections in its broadest sense, including prevention of delinquency and crime. Initial studies should be guided by the Arden House definition of correctional personnel: "those who work in the field of probation, parole, institutions and related services dealing with offenders . . . [and also] persons in related occupations whose responsibilities include efforts to change the behavior of offenders and potential offenders." A more precise operational statement may need to be developed as the Commission work progresses.

Work of the Task Force

1. *Relating corrections to the changing society.* Planning for future correctional manpower development must consider societal trends in order to project their implication for manpower needs. Staff should analyze such issues as automation, burgeoning youth population, urbanization, civil rights and civil disobedience, the knowledge explosion, and the role of industry in education and training, as they affect and are likely to affect corrections.

Staff should take a look at such relatively new programs as the Job Corps, Manpower Development and Training Act projects, and anti-poverty community action programs to assess the degree to which they overlap with traditional correctional programs and serve similar or identical populations. In doing this, the objective would not be to assess the effectiveness of these programs, but rather to attempt to ascertain their probable effect on correctional manpower and training.

Task Force I must avoid looking solely at where we are today. As noted, staff must acquire information on trends in society which may affect correctional manpower and training in the future. This will require some "crystal-ball gazing," but only on the basis of reliable data and sound analysis.

2. *A comprehensive look at education.* Colleges and universities have a vital role in meeting present and projected programs to educate and train personnel for the correctional field. While certain educational institutions are aggressively addressing themselves to this role, the vast majority are not. Much needs to be done in the next three years to further involve colleges and universities, so as to strengthen their commitments to the correctional field.

Education and training experiences *other* than those offered by colleges and universities should be analyzed also, in order to predict their eventual impact on the education and training of correctional personnel. For example, it would be desirable to examine the Job Corps experience in contracting with industrial firms for the design and implementation of educational programs.

3. *The non-professional in corrections.* Staff needs to study the emerging role of the non-professional in American society, in order to predict the extent to which non-professionals may be used in correctional settings and

the training they will need. Since the established professions will never produce enough manpower for all the human service fields, increasing emphasis will probably have to be placed on the recruitment and training of non-professionals and the establishment of career lines for them if correctional agencies are to be adequately staffed.

4. *Relationships with the National Crime Commission.* Task Force I should rely to an extent on work being done for the National Crime Commission. The Joint Commission should aim to provide appropriate continuity from the National Crime Commission and other short-lived groups which are currently studying crime and delinquency and their correlates. The three-year life of the Joint Commission provides an excellent opportunity for implementation of the relevant manpower implications (which are endorsed by the Joint Commission) of the reports scheduled to come from the National Crime Commission during January 1967.

COMMITTEE ROSTER

Commission Members

*Price Chenault, Chairman	Correctional Education Association
*Ralph S. Banay	Medical Correctional Association
*Frank E. Hartung	Society for the Study of Social Problems
*James F. Maddux	U. S. Public Health Service
*Delyte W. Morris	National Association of State Universities and Land-Grant Colleges
Gerhard O. W. Mueller	Association of American Law Schools
*Jerome Robinson	National Association for Mental Health
*David C. Twain	National Institute of Mental Health
*E. Spencer Walton	Veterans of Foreign Wars

Commission Board of Directors

Roger J. Cumming

Resource Persons

Ed Flynn	National Institute of Mental Health
A. L. (Jack) Frost	Metropolitan Youth Commission of Portland and Multnomah County
*Lyman Randall	American Airlines

Staff Member

*Rudy Sanfilippo

**In attendance, June 27-28, 1966*

ADVISORY COMMITTEE ON TASK FORCE II

Manpower in the Correctional Process from the Fields of Psychiatry, Psychology, Sociology, Social Work, Law, Education, Vocational Rehabilitation, Pastoral and Religious Counseling, Recreation, Medicine, Dentistry, and Nursing

The committee agreed that, in identifying manpower needs of corrections, it is necessary to make a vocational analysis of the various occupations in corrections to determine the tasks, unmet needs, the gaps in service and/or functions required, and how these relate to the professional disciplines engaged.

It was also agreed that the established professions should be motivated to take responsibility for application of their discipline's knowledge and skill to the field of corrections.

The question was raised as to what place persons trained in criminology have in manpower in corrections.

Education and Recruitment

Interdisciplinary undergraduate education designed to provide an understanding of human behavior should be a prerequisite to recruitment into correctional service. Such education would emphasize the behavioral sciences.

The established professions should be involved in two-year community college programs for educating persons interested in entering the field of corrections.

Work of the Task Force

Several suggestions were made for restructuring Task Force II.

1. Criminology should be added.
2. Criminology should be covered under sociology.
3. Home Economics should be added.
4. Counseling should be added.
5. "Pastoral and Religious Counseling" should be changed to "Religion."

COMMITTEE ROSTER

Commission Members

*Asher R. Pacht, Chairman	American Psychological Association
*Kay L. Dea	Council on Social Work Education
*Joseph D. Lohman	National Association of Municipal Judges
Luna I. Mishoe	Council of Cooperative College Projects
*Cecil H. Patterson	American Personnel and Guidance Association
*Joseph Prendergast	National Recreation and Park Association
Jule Sugarman	U. S. Office of Economic Opportunity

Commission Board Members

Raymond M. Feldman
Howard P. Rome

Resource Persons

George Beto	Texas Department of Corrections
Paul Keve	Minnesota Department of Court Services
Larry Larson	Kent County (Michigan) Juvenile Court
Mark S. Richmond	U. S. Court Bureau of Prisons

Staff Member

*Barbara A. Kay

**In attendance June, 1966 meeting*

ADVISORY COMMITTEE ON TASK FORCE III

Manpower in the Emerging Profession of the Correctional Generalist

Preliminary Work of Task Force III

Committee members feel the need to be better acquainted with the facts now available about the emerging profession of correctional generalist. Therefore staff were requested to prepare a position paper which would include:

— a statement of the philosophy, goals, and work of the Joint Commission as they relate to Task Force III.
— a review of the historical development of the Task Force, indicating changes in content and focus.
— a presentation of current thinking and issues related to the Task Force subject.

In addition, staff were requested to collect information from programs which use, or contemplate using, general correctional workers, such as correctional counselors.

Continuing Work

The committee believes it is necessary to determine who the correctional generalist is and what his functions are. The following plan is suggested for securing this information.

1. A vocational analysis of correctional tasks.
2. A determination of the knowledge and skills necessary to implement these tasks.
3. A review of the present (and probable future) organizational structure of corrections in which these tasks can be most effectively implemented.
4. A survey of the educational resources required to produce this manpower.

This analysis would be the backdrop against which answers could be provided for the following questions.

1. Is there an identifiable profession of corrections?
2. If so, which positions are filled by these professionals? How does the profession relate to other occupations and professions currently involved in corrections?
3. If not, what is to be done about the manpower and educational needs of the majority of positions within correctional work as we know it today?

Scope of the Task Force

The committee believes that Task Force III should concern itself with both the vocational analysis of general correctional work and the determination of the education and training needed by the general correctional worker. His role is changing. In future, he will need more knowledge, greater skills, and different attitudes than he has had in the past. Task Force III should find out how education and training may be expanded to meet these needs.

COMMITTEE ROSTER

Commission Members

*Joseph Satten, Chairman	American Psychiatric Association
*Lawrence Higgins	Professional Council of the National Council on Crime and Delinquency
*George W. Howard	Federal Probation Officers Association
*Charles L. Newman	American Society of Criminology
Gresham M. Sykes	American Sociological Association

Commission Board of Directors

*Peter P. Lejins
*Richard A. McGee
Luther W. Youngdahl

Resource Person

*V. Lee Bounds	North Carolina Corrections Department

Staff Member

*William T. Adams

**In attendance, June 27-28, 1966*

ADVISORY COMMITTEE ON TASK FORCE IV

Administrative, Research, and Management Personnel

The committee began its discussions by considering the general situation in which a study of manpower in correctional administration must be conducted. Administrators will be the major source from which information must be sought. These men come from a wide variety of backgrounds, and they have entered corrections at many different points in the administrative structure.

Some concerns of the field in regard to research were noted:

1. That research be designed to produce something of practical help to the field, rather than to compile a mass of data.
2. That pilot projects be used to try out promising methods discovered by researchers.
3. That research be based on a team relationship between researcher and administrator.

Study Design of the Task Force

The committee agreed that two basic methods should be used by the Joint Commission staff in gathering information about administrative manpower in corrections.

1. To secure data from all institutions, a universal voluntary questionnaire should be sent to the responsible official of each institution. This would provide a broad base of information on types and numbers of positions, salaries, etc. The procedure would resemble that formerly used by the U.S. Bureau of Prisons, but information would be sought in greater detail. Respondents might be given the opportunity to say not only what the situation is but also what they wish it were.
2. To give meaning to the data secured from the universal voluntary questionnaire, a study should be made in depth of a sample of institutions. This study would be made in the field by a research team chosen by the Joint Commission.

Researchers in Corrections

The committee recommended that staff investigate the feasibility of using the Ford Foundation study of correctional research capacity (and any other studies which might have been made or be in progress) as a basis for continued study of the status of the researcher and the quality of research being done in correctional agencies. Answers should be sought to such questions as: Under what conditions do research people operate in institutions? What is their training?

Recruitment and Training for Correctional Administration

There are now very few curricula for training administrative personnel specifically for corrections. Nevertheless, there are courses in some universities and colleges which are or could be adapted to meet the needs of persons who are interested in entering corrections.

The committee recommends that Commission staff prepare a brochure giving information on programs and courses of study available in institutions of higher education which would be useful to prepare for entrance into the correctional field. Such a brochure would be helpful to young people seeking to prepare for a career in corrections and also to persons already employed.

The educational needs of men and women already engaged in correctional administration are of great importance. Educational leave and stipends should be made available in every system.

The committee recommends that the Joint Commission explore all the possibilities of promoting training programs in the general correctional field at academic institutions.

COMMITTEE ROSTER

Commission Members

Abraham G. Novick, Chairman	American Orthopsychiatric Association
*Mary Jane Gokbora	National Conference of Superintendents of Institutions for Girls and Women
*Elizabeth B. McCubbin	Women's Correctional Association
*William McSorley	AFL-CIO
Mahlon T. Puryear	National Urban League
*Aron W. Siegman	Synagogue Council of America

Commission Board of Directors

*Elmer H. Johnson

Resource Persons

Harry Seymour	Brookings Institution
*E. Preston Sharp	American Correctional Association
*Frank X. Steggert	University of Wisconsin

Commission Staff

*Jay Campbell
*Roma K. McNickle

**In attendance, June 27-28, 1966. Mrs. McCubbin served as chairman.*

ADVISORY COMMITTEE ON TASK FORCE V

Utilization of Volunteers and Other Special Personnel

The committee believes that the mission of Task Force V is predicated on three valid assumptions, which are:

1. In the foreseeable future, there will not be sufficient professional workers to carry forward a complete and adequate correctional program.

2. Volunteer workers, both as groups and individuals, have knowledges and skills that can be used to augment those of professionals. These workers can make a unique contribution at all levels of corrections.

3. Since professionals working through official agencies and programs always require the informed support of the public, lay volunteers in corrections can serve an indispensable role in unofficial communication and liaison.

Use of volunteers requires careful planning, selection, and supervision. Not all who may wish to help may be truly useful. To be effective, volunteers may need to learn more about offenders and the field of corrections than they know initially.

Work of the Task Force

1. *A survey of the extent to which volunteers now augment the work of professionals* in all phases of corrections, the variety of roles for volunteers that have been developed successfully, and the attendant problems of utilizing volunteers in conjunction with professionals in governmental services. This survey should be carried on with appropriate techniques and with appropriate samples of respondents at several levels — courts and probation offices, institutions, parole offices, service clubs and other agencies which accept a mission in such service, and a variety of individual non-institutional resources, as may be developed during the planning period for the survey.

2. *A study of the experience and practices of a variety of agencies which make extensive use of volunteers,* with a view to developing general guidelines for the recruitment, selection, orientation and training for volunteers, together with recommendations for their best utilization in institutional settings (e.g., use of staff position — Director of Volunteer Services).

3. *An innovative report* based, perhaps, on the work of Task Force members, representatives from novel and successful programs, and selected imaginative professionals who might, in conference, conceive bold, imaginative proposals and use of resources based on both insight and empirical principles, which could be offered for experimentation.

4. *A special report* collecting the experiences of projects which have used selected offenders and ex-offenders themselves in the rehabilitative process. There are sound psychological principles to argue that, for some purposes, a learner himself can be the most effective teacher for another student. This principle could be applied to the learning of positive attitudes toward law and society, as well as to the attitudes, purposes, and behaviors of social offenders.

COMMITTEE ROSTER

Commission Members

*Theodore B. Knudson, Chairman	National Conference of State Trial Judges
*A. Polk Jarrell	National Rehabilitation Association
*J. F. McMahon	Volunteers of America
*A. L. Osgood, Jr.	National Congress of Colored Parents and Teachers
*Mrs. R. J. Powell	National Congress of Parents and Teachers
*William H. Scarlett	Salvation Army

Commission Board of Directors

*Dale B. Harris

Resource Persons

*J. Douglas Grant	New Careers Development Project, Sacramento, California
*Thomas A. Sard	District of Columbia Department of Corrections

Staff Member

*Robert A. Allen

**In attendance, June 27-28, 1966.*

ADVISORY COMMITTEE ON TASK FORCE VI

Manpower in Correctional Institutions

The committee believes there is an urgent need to gather and analyze a great deal of information on manpower in correctional institutions, including the following:

1. *Number and kinds of personnel required.* Information on the present situation must be gathered on which a start can be made on projecting number and kinds of personnel required in the future.

Such a basic study would provide analysis of tables of organization and job descriptions from all accessible systems and institutions. It should include such items as basic working conditions, salaries, tenure rights, and personnel benefits. So far as possible, it should show qualifications established for positions and the extent to which positions are now filled by persons not meeting established qualifications. Turnover rates and vacancies need to be examined.

Data should reflect existing manpower needs and also the administrators' estimates of future needs.

Cutoff point in the collection of data will depend on definitions of "correctional worker" and "correctional institution." The Arden House conferees defined the former[1] but not the latter. For the present, the committee accepts the definition of "correctional institution" prepared by staff members, as follows:

> The term "correctional institutions" includes physical facilities in which persons are provided care and are restrained of their freedom following accusation of crime or following sentence or commitment by a court after an adjudication of delinquency or conviction of crime. By extension, this will include facilities for persons on parole, but not for probationers. Although "correctional institutions" includes adult jails, it does not include separate facilities for juveniles who are held pending court action or the implementation of a court order. It includes diagnostic centers operated by correctional systems, but not those administered by courts or by non-correctional agencies. Hospitals are included only where they are operated by correctional systems. Private boarding schools, institutions, or group homes are included only where they limit their services primarily to committed delinquents or sentenced offenders; this includes facilities for delinquents or offenders during the period immediately following their release from institutions.

2. *Personnel administration.* The committee sees the need for in-depth studies of sample personnel populations in order to get at such questions as these:

Can we really demonstrate a manpower shortage? If so, is it a gross shortage or a shortage of qualified people? Does the shortage occur mainly

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[1] See page 24 of this report.

in certain occupations? Do correctional shortages reflect nationwide shortages of particular occupations, or is corrections non-competitive? Why is this?

What do we mean by "qualified" people in various categories? Have reliable studies been made to relate essential tasks of the correctional institution to particular occupations or to particular qualifications such as experience, education, training, personality? If such studies have not been made, should the Commission attempt to make them, or persuade others to do so? Are jobs realistically designed and accurately described? Is optimum use being made of manpower now available?

What is the story behind turnover and vacancies? Why can't jobs be filled? Does turnover result in excessive loss of good people? Why and where do they go? What procedures do correctional institutions have for securing such information and making use of it?

In sum, what is the level of personnel administration? Do correctional agencies and facilities have on their staffs or available to them truly competent people with a broad understanding of personnel programs? Are such people given the opportunity to utilize their knowledge and skills in meeting the manpower and training needs of the institution?

3. *Recruitment and retention problems.* While recognizing that another task force is directed to overall recruitment problems, the committee gave some thought to these matters as related specifically to institutions. Recruitment efforts, however successful, will be of little lasting good unless employees are retained. This argues for broad-based personnel programs with appropriate emphasis on salaries, working conditions, utilization, benefits, grievance procedures, and attractive career opportunities. Written statements of personnel policy often include all or most of these matters, but a policy statement is important only if it is lived up to.

Recruiting efforts will have to reach secondary schools as well as colleges, using attractive recruiting pamphlets and contacts with counselors. Curriculum builders should be urged to include adequate coverage of corrections in high school social studies courses and in all relevant courses in colleges. Correctional administrators and practitioners can volunteer to assist in planning courses, giving lectures, etc.

A fresh look needs to be taken at use of inmate manpower. As the manpower crisis in corrections deepens, inmates may prove to be a significant source of help.

4. *In-service training.* The committee cited two important sources of ideas and materials about the kinds of training which institutions should give their staffs, using their own resources or asking the assistance of outside agencies.

a. Veteran employees have a great deal of "lore" and "critical incident" information. An organized effort should be launched to dredge up such material, expose it to the light of behavioral science principles, and in general ready it for the use of experts in curriculum development in preparation of training aids. At least some of the material thus acquired might have sufficient validity as to receive endorsement on a national level.

b. All institutional employees, regardless of occupation, must attempt to function as understanding and skillful supervisors and leaders. Many ready-to-use courses, guidelines, and other training materials are

available to help employees acquire such skills. Among these resources are those of the U.S. Department of Defense and the American Society of Training Officers.

COMMITTEE ROSTER

Commission Members

*J. J. Donovan, Chairman	Public Personnel Association
*William R. Collins	U.S. Civil Service Commission
*Stanley J. Foster, Jr.	National Jail Association
*Parker L. Hancock	Wardens' Association of America
Richard A. Harvill	Western Interstate Commission for Higher Education
*Austin MacCormick	Osborne Association, Inc.
E. K. Nelson	American Society for Public Administration
*Nick Pappas	U.S. Department of Defense
*Lawrence D. Penny	National Association of Training Schools and Juvenile Agencies
*Carroll R. Proctor	Correctional Industries Association

Commission Board of Directors

Garrett Heyns

Staff Member

*John J. Galvin

**In attendance, June 27-28 1966.*

ADVISORY COMMITTEE ON TASK FORCE VII

Manpower in Community-Based Programs

In discussing the scope of the work of Task Force VII, the committee agreed that "community-based programs" include probation, parole and aftercare, juvenile detention, detached worker programs, and juvenile police. In addition, the task force should give attention to manpower needs of group homes or community residential centers for persons not committed to correctional institutions.

The need for personnel to provide preventive services and for a correctional planner or organizer in the community was also noted. This raised the questions: Who is the preventive person? The school teacher? The social worker? The minister? The sociologist? Some or all of these professionals may be working in a community program for the prevention of crime and delinquency.

Work of the Task Force

Task Force VII should attempt to supply answers for the following questions:

1. What do we now know about community-based programs? Is what we are doing helpful? harmful? ineffective?

2. What is being done in probation, parole? What is the role of the staff person? How can staff best be utilized?

3. What are the correctional tasks? How are they delineated? Is there an area of education that relates to a family of correctional jobs? What are the specific job requirements? What are the educational requirements for the various jobs?

4. What inmates can be employed effectively? How can they be selected? How trained?

5. What agencies provide services for offenders? What allied agencies are active in the field?

6. What techniques can be used to involve the community?

Education for Community-Based Manpower

It is obvious that personnel needed to provide the wide variety of community services for offenders and potential offenders are drawn from many points in the educational system. Some positions can be filled by persons with less than a high school education; others require professional training.

On the whole, the present curricula of the various professions do not prepare graduates adequately for practice in corrections. Generic preparation needs to be followed by additional in-service training. In addition, the comment was made that the "good" students tend to go to assignments other than corrections. Politics was blamed for this, along with the lack of professional freedom and the lower salaries paid in the correctional field.

To stretch the limited supply of professionals, it will be necessary to train many non-professional workers. Today, the junior college is being

thought of as a major resource for training the non-professional or sub-professional for careers in many fields. Among the major areas in which two-year career programs are now offered are: paramedical services; engineering technology; business; service industries; and various government services such as law enforcement, recreation, and urban development.

The acceleration of curriculum demands is exerting heavy pressures on junior colleges. It may well be that additional training resources should be sought for the kinds of work to be done in community-based programs which do not require a college degree.

Changing Roles in Community Programs

Discussion of probation, parole, detention, and detached worker programs emphasized the fact that all of them are in a transitional stage because current thinking about handling of delinquents and offenders has created new perspectives on the part of the public, the staff, and offenders themselves. Goals of the various programs continue to change. With these changes come alterations in manpower requirements. New objectives also raise questions as to what training programs should contain and who should provide and finance them.

COMMITTEE ROSTER

Commission Members

*Allan C. Hubanks, Chairman	Correctional Service Federation of United States of America
*Harry Bard	American Association of Junior Colleges
Charles H. Bechtold	New England Board of Higher Education
*Marian Emery (representing Mary Baker)	Family Service Association of America
*Paul J. Gernert	Association of Paroling Authorities
*Earl-Clayton Grandstaff	American Correctional Chaplains Association
*James Phipps (representing Philip G. Green)	U.S. Children's Bureau
*Eugene P. Schwartz	National Conference of Public Youth Agencies
*Saleem A. Shah	American Association of Correctional Psychologists

Commission Board of Directors

Clyde E. Sullivan

Resource Person

*George Pownall	University of Maryland

Staff Member

*Merritt C. Gilman

**In attendance, June 27-28, 1966.*

ADVISORY COMMITTEE ON TASK FORCE VIII

In-Service Training, Recruitment, and Retention of Correctional Personnel

In-service training, recruitment, and retention of personnel are so interdependent that it is difficult to consider them separately. The dominant themes which emerged from the committee's discussions may be summarized as follows:

1. In-service training can be used to reinforce existing correctional practices and ideologies, or it can be used as a strategy for promoting planned changes.
2. The form, content, and effectiveness of in-service training are related to a large extent to the quantity and quality of manpower entering the correctional field.
3. The manpower source of recruitment for corrections may be narrowed or broadened by salary levels, working conditions, the perceived status of the occupations, and the potentialities of career opportunities in the corrections field.
4. Retention of personnel is maximized to the extent that the promises of recruitment are realized in actual practice.
5. Corrections shares a commonality of concern with all other health, education, and helping services of the nation in the problem of mobilizing and deploying manpower to meet their respective needs.

In-Service Training

In-service training is a responsibility of the employing agency and a central function of management. While in-service training is often thought of as a brief orientation given to employees entering an agency, it should also involve continuing education of staff to develop and update their skills.

Among the objectives of in-service training are: training in the application of skills in a practical work situation; orientation and indoctrination of employees in the policies, procedures, and goals of the agency; improving the quality of job performance; and establishing a basis for career development within a system.

The prime target groups for involvement in an organized in-service training program are those in most frequent contact with the offender and delinquent, i.e., line officers, cottage supervisors, and parole-probation agents. In-service training should be related to a set of standards defined in terms of roles, functions, skills, and the competencies of individuals comprising the various target groups. A correctional model that encompasses prevention, institutions, and community-based programs will include personnel who have overlapping training needs, common skills, and common functions. There is, therefore, the need for developing a rationale for categorizing the personnel who need training and the kinds of training needed.

Most states do not have the personnel capacity to do the entire job of in-service training and continuing education for correctional personnel and must therefore look to other resources, such as the university. If correctional management will share its problems with the university, the enterprise can be very productive for both parties to the arrangement. A con-

tractual agreement between the agency and the university is a helpful device in maintaining a continuing service relationship.

While invaluable assistance may continue to be received from the university, each agency should eventually have on its staff a person specifically responsible for developing training plans and coordinating them with resources available from the university or other sources.

Recruitment and Retention

These problems are broadly related to pre-employment qualification standards, salary levels, the often ambivalent expectations of both professional and non-professional groups working in corrections, and the uncertain image of corrections as a desirable occupation.

Actually, however, the precise dimensions of recruitment and retention problems of the correctional field are not known. Recruitment and retention difficulties may vary with the specific group or class of employees. Turnover rates are now highest among the lower-echelon employees (correctional officers, cottage officers, and maintenance employees) because of such reasons as competition from industrial salaries. Employment security and other benefits associated with public service are no longer the holding factors they once were; salary and working conditions are now more important.

Special concern was voiced by the committee about upgrading salary levels and entrance standards for the line employee group and about the recruitment of personnel at the sub-professional level, particularly the counselor-caseworker employee with undergraduate college training. The need was felt for expanding the "professional" identification with corrections. This kind of expanded identification would include teacher education, vocational rehabilitation, guidance and counseling, undergraduate social welfare, and undergraduate majors in sociology and psychology. Each of these has significant relevance to correctional work. The generic skills and knowledge common to all these fields could be combined with supplementary education in corrections and some work experience in the correctional setting, thus establishing correctional work as an accepted and important sector of the public service.

COMMITTEE ROSTER

Commission Members

*Edward W. Grout, Chairman	Parole and Probation Compact Administrators Association
*Father John Allemang	National Association of Chaplains for Youth Rehabilitation
*Brother Christopher	National Conference of Catholic Charities
*Charles V. Matthews	American Association of Colleges for Teacher Education
*Irene Melup	United Nations Bureau of Social Affairs (Liaison member)
Louise N. Mumm	National Social Welfare Assembly
*Sanger B. Powers	Council of State Governments
*Robert Rosema	Child Welfare League of America
*Helen Sheley	National Commission on Social Work Careers
Kieth C. Wright	National Council of Churches of Christ in the U. S. A.

Commission Officer

E. B. Whitten

Staff Member

*Benjamin Frank

**In attendance, June 27-28, 1966.*

ADVISORY COMMITTEE ON TASK FORCE IX

Community, State, Interstate and National Action

As tasks and needs are identified through the work of other task forces, Task Force IX should concern itself with identification and involvement of target groups that can be instrumental in securing action at all levels of government, in order to see that these tasks are performed and needs met.

Target Groups

In anticipation of some needs, preliminary target groups were identified by the committee and strategies planned for "zeroing in" on these groups. Groups were chosen by the following criteria:

1. The group must be either national or regional in scope and influence.
2. It must be non-governmental.
3. It should not have a vested interest in the correctional field.
4. Partisan politics will not be a consideration.

Organizations such as VFW, American Legion, Lions, Kiwanis, AAUW, League of Women Voters, PTA, farm groups, and labor, have great ability to reach "the man in the street" through their normal programs and programs of public education.

Timing is believed to be the key to involvement of groups. There should be no commitment of groups until there is something for them to do. Commitment too early is detrimental. What the group is to do should be carefully planned in order to insure that the doing takes place.

Approaches to the target groups might be scheduled in this fashion:

1. First, promoting an awareness that there is a problem in the area of correctional manpower and that it may have implications for the target group.
2. At the appropriate time, a second approach, with the added information that there is an organization attempting to do something about the manpower shortage, and that certain benefits may accrue to the group if the shortage is alleviated.
3. Later, at the right moment, the suggestion: Here is what you can do to help.

Mobilizing State Leadership

Most action to implement Commission recommendations and legislative goals will be coming from state governments. It will require leadership from the 50 governors. Efforts need to be made to influence and involve this leadership at an early stage of the game.

To this end also, additional national organizations of state government employees should be identified and involved through membership in the Commission. Examples of such groups are budget directors and economic advisors to governors.

Uniform Personnel Exchange Legislation

The committee considered at some length how to reduce shortage of manpower at the leadership level. Much manpower is now underutilized

because of personnel restrictions at various levels of government. Top administrators do not move because they would lose tenure, promotion, retirement, seniority, and similar benefits. Changes need to be made in statutory or administrative provisions, so that maximum use can be made of their talents.

Need for mobility in top manpower is not limited to corrections. The best vehicle for securing it is a uniform personnel exchange act that would include all fields of public service. Interstate compacts are less desirable because they tend to be cumbersome to initiate and difficult to change.

Cost-Effectiveness of Federal Aid

Millions of federal dollars are now being spent for demonstration, training, and program subsidies in the field of corrections. It would be helpful to look at the sum total of such aid and to assess the cost-effectiveness of the different programs. Possibly pooling the funds and reallocating them under a different formula would be in order. Comparative analysis of expenditures might show that additional funds are not needed.

One form of federal aid — stipends to students — should be extended to the field of corrections. To strengthen university programs and maintain stability, stipends should be provided through the universities, although in some cases they might go directly to students.

Standard Setting

The committee feels that the federal government should assume leadership in setting standards for corrections through establishment of minimum standards. No decisions should be taken at this time, however, since current trends, such as the growing practice of treating offenders in the community, have the potential for drastically changing the present correctional structure.

COMMITTEE ROSTER

Commission Members

*Randel Shake, Chairman	American Legion
Gordon W. Blackwell	American Council on Education
Shad J. Hoffman	American Public Welfare Association
Harold E. Horn	International City Managers' Association
*Forrest H. Kirkpatrick	National Association of Manufacturers
*Charles E. Murray	National Legal Aid and Defender Association
J. Kinney O'Rourke	National League of Cities
*John A. Wallace	National Council on Crime and Delinquency

Commission Board Members

*Morgan Nelson (representing Mrs. Thomas Scales)	*Russell G. Oswald

Resource Persons

*Joel Posner	International City Managers' Association
Carl Terwilliger	Los Angeles County Probation Department
Louis Wainwright	Florida Division of Corrections

Staff Member

*William F. Meredith

**In attendance, June 27-28, 1966.*

ADVISORY COMMITTEE ON RESEARCH

The Advisory Committee believes that coordinated research operations must play a major role in the Joint Commission's endeavors. To this end it recommended that:

1. Each field research project of the Joint Commission should be submitted to and cleared by the Executive Director and the Director of Research before work is begun.
2. To avoid unnecessary research undertakings, to coordinate Joint Commission efforts with those of other agencies, and otherwise to expedite data collection, task forces should initiate a thorough search of the literature prior to undertaking field research.

The committee will maintain a continuous liaison with the research operations by meeting with commission research personnel as often as need and practicalities dictate. The committee expressed its sincere interest in assisting in the practical implementation of studies wherever and whenever feasible. The committee felt that concrete and factual data about core correctional personnel should have initial priority over more generalized conceptual concerns.

Involvement of Universities in Research

The committee recommended that Joint Commission staff maintain continuous communication with university staffs on theoretical levels. On the practical level, university staff might possibly be directly involved in Joint Commission research.

Guidelines for Commission Research

The following ideas were developed as useful operational suggestions:

1. Studies should focus on all personnel employed in correctional settings — not just on the professionals.
2. Correctional manpower must be studied and understood in the total context of the administration of criminal justice — arrest, bail, detention, sentence, probation, institutionalization, parole, and discharge.
3. The Piven-Alcabes pilot study of correctional training and manpower must be carefully reviewed, since it so closely parallels the field of the Commission's interest.
4. Attention must be given to the "image" of correctional work from a variety of viewpoints — the employees, the offenders, students and potential employees, and the public.
5. Care must be taken not to over-extend the scope of the studies, particularly at this time. Priorities should be sorted as to: (a) data we must have: (b) data we would like to have; and (c) data it would be nice to have.

COMMITTEE ROSTER

Commission Members

*Albert M. Kuhfeld, Chairman	U.S. Department of Defense
*George F. Aker	Adult Education Association
*Donald M. McIntyre	American Bar Association
*Irvin Piliavin	National Association of Social Workers
*James K. Rocks	U.S. Office of Education
*Robert Walker (representing Nelson A. Watson)	International Association of Chiefs of Police

Commission Board Members

Arnulf M. Pins	*Walter C. Reckless

Resource Persons

*Samuel A. Kramer	U.S. Children's Bureau
*William Nardini	Delaware Department of Corrections

Staff Member

*Robert H. Fosen

**In attendance, June 27-28, 1966.*

ADVISORY COMMITTEE ON INFORMATION

Use of Organization Media

The committee agreed that each member organization should carry information about the Commission in its own news media. Each organization should individualize any article about the Commission which it carries. Whenever possible, organization editors should develop articles for their own use, with the assistance of Commission staff when needed. If this is not feasible, Commission staff could prepare materials for organization media.

Commission members should be asked for human interest stories about offenders who have managed to overcome their early handicaps and lead successful lives.

Articles about the Commission should be prepared for staff publications of correctional employees and for the penal press. Law journals offer good possibilities for publication of Commission materials.

Organization newsletters are often more readable and influential than formal publications. Members of organizations affiliated with the Commision can supply items about it for their own newsletters — attendance at meetings, proposed federal and state legislation, reference to articles and news about the Commission which have appeared elsewhere, and the like.

Speakers' Bureau

Commission staff should ascertain meeting dates of the member organizations and make arrangements for information booths and exhibits and for speakers where desired. If it is not possible for the Commission itself to send a speaker, the organization's representative on the Commission should be encouraged to address his own group. A Commission speakers' bureau should be set up, with representatives from different parts of the country, to cover conventions and meetings wherever they are held.

Improving the Image of Corrections

Some professions have a representative to work with press, radio, and television to secure accuracy and fairness in the image projected of that particular profession. A committee should be appointed to serve this function for corrections. A positive approach would be helpful, such as an award in various cultural fields for the best presentation of a correctional situation.

Committee Recommendations

The committee developed several recommendations designed to assist the Commission's information program and to urge participation by the member organizations.

1. Commission members are urged to spread information about the Commission to all meetings and internal communications media of their organizations. Commission staff should be informed of their efforts and of additional information needed.
2. Commission members should cooperate in assuring the success of its information program by supplying to Commission staff: (a) examples of successful rehabilitation efforts which can be used nationally for human interest articles; and (b) details of efforts

with local media which have produced good results and may be adapted for use elsewhere.

3. Commission staff should send information about its activities to such specialized publications as student newspapers in high schools and colleges and news media of prison staffs and inmates.
4. A special committee of Commission members should be appointed to offer cooperation to any organization seeking advice on a portrayal of corrections. The committee should establish an annual award for the newspaper series, magazine article, book, radio program, television program, or motion picture which best portrays a correctional situation.
5. A Commission speakers' bureau should be set up with member from different sections of the country, to be available to address meetings and conventions which cannot be attended by Commission staff. All Commission member organizations should inform staff of any meetings at which the Commission should be represented.

COMMITTEE ROSTER

Commission Members

*Robert T. Gray, Chairman	National Conference of Superintendents of Training Schools and Reformatories
Earl H. Hanson	National Education Association
Robert Meier	American Judicature Society
*Mrs. Wirt Peters	American Association of University Women
Mrs. Saul Schary	National Council of Women of the United States

Commission Board of Directors

*James V. Bennett

Resource Persons

*Kenneth Clark	Motion Picture Association of America
*Victor H. Evjen	*Federal Probation Quarterly*
*Allen Levinthal	Pennsylvania Bar Association
*Matt Matlin	*Crime and Delinquency*
*Robert L. Robinson	*Psychiatric News*
Roberts J. Wright	*American Journal of Correction*

Staff Member

*Paul S. Green

**In attendance, June 27-28, 1966.*

ADVISORY COMMITTEE ON ACTION

The Advisory Committee on Action will be concerned chiefly with the Commission's mandate to encourage and stimulate action that will help to solve manpower problems in corrections as revealed by the Task Force studies. The committee will consider what the Joint Commission itself should do to initiate action and what other groups should be asked or encouraged to do. At its June meeting the committee discussed both long-term and short-term proposals for action.

Public Acceptance of Corrections

The success of any action in regard to correctional manpower will depend heavily upon helping the public see how vitally correctional personnel affect the control and prevention of crime and delinquency. In the past, the American people have tended to reject not only the offender but the people who work with him. Recent public opinion polls have shown that citizens are now coming to understand and accept the concept of rehabilitating the offender and the need for trained personnel to effect such rehabilitation. The Joint Commission should capitalize on this changing attitude through such media as television. It should be easier to change the public image of corrections and correctional manpower now that the Commission has brought together the many professional and citizen organizations.

Recruitment of Correctional Personnel

There have been virtually no systematic attempts to assist in recruiting qualified personnel for corrections. Corrections does not have any central clearinghouse of personnel, such as the rosters maintained for various scientific and technical personnel and for the mental health professions. It was suggested that the Commission might endorse the establishment of such a roster in the Department of Health, Education, and Welfare.

The committee recommended that high priority be given by the Commission to the development of a guide to recruitment by correctional agencies. Staff should put together a document detailing techniques of recruitment which correctional agencies have used successfully.

A panel of experts should be set up in each state to provide consultation and leadership in recruitment efforts. Pilot programs might be undertaken at the national, state, or local level.

Since most college students make a career choice by the end of their sophomore year, and many as early as high school, a correctional recruitment campaign must involve: articles in high school and college newspapers; contacts with teachers and counselors in high schools and colleges; and approaches by such agencies as the Advertising Council. Summer work-study programs in correctional agencies might interest students in entering the field. Some of these activities might be initiated and funded by the Joint Commission, but its primary function should be catalytic.

In addition to extending the age range of recruitment efforts, recruiting should be directed toward the lower socio-economic groups as well as the middle class.

For the present, recruitment efforts will have to stress heavily the service aspects of corrections, since salaries in the field are not competitive.

We shall need to help young people see that correctional careers have much in common with such programs as the Peace Corps and VISTA, which have appealed successfully to youth's motivation to be of service.

Salaries and Working Conditions

In the long run, however, success in recruiting will require better salaries and working conditions in corrections. The committee recommended that high priority be given by the Commission to a publication which would provide information on salaries and working conditions over the country, so that an agency or institution can find where it stands in relation to the national picture. Some guidelines should be worked out, and these might lead to the establishment of standards and accreditation. The committee agreed on the desirability of such a step-by-step development and urged the creation of a panel of experts to advise on these matters.

Clarification of Correctional Jobs

Recruiting will be aided if clear descriptions are available of the jobs to be filled. Urgently needed are adequate descriptions of the jobs for which most recruiting is done: the various technician and aid positions and that of the correctional officer.

It was recognized that jobs are changing in corrections, as in other fields. It was also recognized that different kinds of correctional programs will have different manpower needs. However, current and clear job descriptions are basic to success in recruitment.

Education and Training

Formal educational programs today are heavily oriented to preparing young people for the professions, which provide jobs for only a small fraction of the labor force. A strong stress needs to be placed on technical education. The two-year junior college program should be studied for its potential in providing education for correctional jobs.

In-service training is essential for correctional agencies. Like others in the human service area, these agencies must make optimum use of scarce manpower. States should be urged to invest perhaps 5 percent of correctional budgets in in-service training.

Scholarships and Stipends

One obvious way to aid recruitment, as well as to improve the skills and knowledge of people already on the job, is to provide more money for scholarships and stipends. While some federal legislation makes funds for such purposes available in related fields, the committee felt that early attention might be given to introducing legislation authorizing scholarships at the undergraduate and graduate levels for persons preparing to enter correctional careers. The bill should also include stipends for personnel already employed who desire to upgrade their skills and knowledge.

Some problems remain to be threshed out before a new bill can be introduced. Some organizations favor loans rather than scholarships. Many committee members hope that a formula can be worked out which would leave control at the state and local levels.

As an immediate measure, the Commission should determine what stipends are available which might be applicable to some areas of corrections, such as those under the adult education program of the U.S. Office of Education. This information should be sent to the responsible officers of state, county, and city correctional systems.

National and State Conferences

Toward the end of the Commission's work, a national conference, preceded by preparatory state conferences, would bring the Commission's findings and recommendations to wide public attention. (This is the format used in the White House conferences on children and youth.) Possibly the scope of the conferences should be expanded from correctional manpower to rehabilitation of the public offender.

Although such a conference series would take place some years in the future, planning for it should be begun now. Staff should explore various alternative formats.

Citizen Involvement

In addition to national and state conferences, there is a strong need for a broadly based citizen organization to involve the public in promoting improvement in corrections. Care of the mentally ill has been greatly improved in recent years through the efforts of such an organization.

Other organizations, such as the American Bar Association and the American Judicature Society, which are now working to involve citizens through state-level conferences in related areas, should be encouraged to add correctional manpower problems to their agenda. The experience of the state councils on crime and delinquency sponsored by the National Council on Crime and Delinquency should be of invaluable assistance to planning for the involvement of a wider section of the public in correctional problems.

Relationship with Vocational Rehabilitation

The committee discussed the vocational rehabilitation model proposed at the Commission meeting by Dr. Orin Lehman, and felt that it offers the kind of multi-disciplinary approach which is desirable in the rehabilitation of offenders.

COMMITTEE ROSTER

Commission Members

*Harold L. McPheeters, Chairman	Southern Regional Education Board
*Curtis C. Aller	U. S. Department of Labor
*Cleveland L. Dennard	American Teachers Association
*Charles W. Hedges	National Association of Counties
*Robert Kramer	American Bar Association
*James E. Murphy	U. S. Office of Law Enforcement Assistance
*Phillip B. Thurston	National Council of Juvenile Court Judges
James P. Wesberry	United States Jaycees

Commission Board Members

*Daniel Blain	*Milton G. Rector

Resource Persons

*Maurice Harmon	Kentucky State Department of Child Welfare
*Vernon L. Pepersack	Maryland State Department of Correction

Staff Member

*Charles S. Prigmore

**In attendance, June 27-28, 1966.*

CONTINUING ROLE OF COMMISSION MEMBERS

Each organization affiliated with the Joint Commission on Correctional Manpower and Training designates a member to represent it in meetings and other Commission activities such as the committee sessions reported in this publication.

The member organizations and their representatives will also have other roles during the life of the Commission, some of which are indicated below.

1. Representatives of the member organizations attend Commission meetings, share in policy formation, and serve on advisory committees. In this way, the member organizations, through their representatives, will participate in, as well as help to plan, the work of the Commission.
2. Executive staffs of the member organizations, at appropriate points in the Commission's work, will be asked to meet with Commission staff in order to give their advice, guidance, and suggestions.
3. Member organizations will be asked to include periodic reports of the Commission's work in their own news media, so that their members may be kept informed. Such reports should solicit members' reactions and suggestions, which will be carefully considered by the Commission staff.
4. Member organizations will be asked for their reactions to official Commission reports prior to publication.
5. Member organizations will be asked to support legislation, state and national conferences, and other action programs resulting from the Commission's work. Organizations, of course, will have the option of supporting only those programs that are relevant to their own policies and the interests of their members.
6. While financial support of the Joint Commission is not a condition of affiliation, member organizations can be very helpful in contacting foundations, business and industrial associations, and private philanthropists. In this way a desirable mix of public and private funds can be secured to underwrite the work of the Commission.

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MEMBER ORGANIZATIONS

Officers of the Membership

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Earl H. Hanson, Vice-Chairman
A. Polk Jarrell, Secretary-Treasurer

National and International Organizations

Adult Education Association of the U. S. A.
American Association of Colleges for Teacher Education
American Association of Correctional Psychologists
American Association of Junior Colleges
American Association of University Women
American Bar Association
American Bar Foundation
American Correctional Association
American Correctional Chaplains' Association
American Council on Education
American Federation of Labor and Congress of Industrial Organizations
American Judicature Society
American Legion
American Medical Association
American Orthopsychiatric Association
American Personnel and Guidance Association
American Psychiatric Association
American Psychological Association
American Public Welfare Association
American Society of Criminology
American Society for Public Administration
American Sociological Association
American Teachers Association
Association of American Law Schools
Association of Paroling Authorities
Child Welfare League of America, Inc.
Correctional Administrators Association
Correctional Education Association
Correctional Industries Association
Correctional Service Federation, U. S. A.
Council of State Governments
Council on Cooperative College Projects
Council on Social Work Education
Family Service Association of America
Federal Probation Officers Association
International Association of Chiefs of Police, Inc.
International City Manager's Association
Medical Correctional Association
National Association for Better Radio and Television
National Association for Mental Health, Inc.
National Association of Broadcasters
National Association of Chaplains for Youth Rehabilitation

National Association of Citizens Crime Commissions
National Association of Counties
National Association of Manufacturers
National Association of Municipal Judges
National Association of Social Workers, Inc.
National Association of State Budget Officers
National Association of State Universities and Land-Grant Colleges
National Association of Training Schools and Juvenile Agencies
National Commission for Social Work Careers
National Conference of Catholic Charities
National Conference of Public Youth Agencies
National Conference of State Trial Judges
National Conference of Superintendents of Correctional Institutions for Girls and Women
National Conference of Superintendents of Training Schools and Reformatories
National Congress of Colored Parents and Teachers
National Congress of Parents and Teachers
National Council of the Churches of Christ in the U. S. A.
National Council of Juvenile Court Judges
National Council of Women of the United States, Inc.
National Council on Crime and Delinquency
National Education Association
National Jail Association, Inc.
National League of Cities
National Legal Aid and Defender Association
National Recreation and Park Association
National Rehabilitation Association
National Social Welfare Assembly, Inc.
National Urban League, Inc.
Osborne Association, Inc.
Parole and Probation Compact Administrators Association
Professional Council, National Council on Crime and Delinquency
Public Personnel Association
Salvation Army
Society for the Study of Social Problems
Synagogue Council of America
U. S. Conference of Mayors
United States Jaycees
Veterans of Foreign Wars
Volunteers of America
Wardens' Association of America
Women's Correctional Association

Regional Organizations

New England Board of Higher Education
Southern Regional Education Board
Western Interstate Commission for Higher Education

Federal Agencies

Civil Service Commission
Department of Defense
Department of Health, Education, and Welfare
- Children's Bureau
- National Institute of Mental Health
- Office of Education
- Public Health Service

Department of Justice
- Office of Law Enforcement Assistance
- President's Committee on Juvenile Delinquency and Youth Crime

Office of Economic Opportunity

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